

LEICESTER, LEICESTERSHIRE & RUTLAND
COMBINED FIRE AUTHORITY

Integrated Risk Management **Plan**

2009-2012



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આ દસ્તાવેજની કોઈપણ ભાગન સમજવામાં જે આપ કોઈ મદદ ઇચ્છતાં હોય તો મહેરબાની કરી લેસ્ટરશાયર ફાયર એન્ડ રેસ્ક્યૂ સર્વિસ (Leicestershire Fire and Rescue Service), Anstey Frith, Leicester Road, Glenfield, Leicester LE3 8HD પર સંપર્ક કરવો. મહેરબાની કરી આપનું નામ અને સરનામું પૂરું પાડશો અને કયાં પ્રકારની મદદ કે જે આપને જોઈએ છે, તે વિગતવાર જણાવશો.

এই ডকুমেন্ট এর যে কোনটি বুঝতে যদি আপনার সহায়তা দরকার হয় তবে অনুগ্রহ করে যোগাযোগ করুন: লেস্টারশায়ার ফায়ার ও রেসকিউ সার্ভিস (Leicestershire Fire and Rescue Service), Anstey Frith, Leicester Road, Glenfield, Leicester LE3 8HD দয়া করে আপনার নাম ও ঠিকানা এবং আপনার কি ধরনের সহায়তা দরকার তা উল্লেখ করবেন।

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Leicestershire Fire and Rescue Service, Anstey Frith, Leicester Road,
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(Leicestershire Fire and Rescue Service) Anstey Frith, Leicester Road, Glenfield, Leicester LE3 8HD سے رابطہ کریں۔ براہ کرم اپنا نام اور پتہ فراہم کریں اور آپ کو جس قسم کی مدد کار ہے اس کی وضاحت کریں۔

यदि इस दस्तावेज़ के किसी विषय को समझने के लिए आप कोई मदद लेना चाहते हैं तो कृपया लैसटरशायर फायर एंड रैस्क्यू सर्विस (Leicestershire Fire and Rescue Service), Anstey Frith, Leicester Road, Glenfield, Leicester LE3 8HD से संपर्क कीजिए। कृपया अपना नाम तथा पता साथ भेजें और बताएं कि आपको किस प्रकार की सहायता की जरूरत है।



Contents

1. Preamble
2. Introduction
3. Scope
4. Risk Analysis
 - 4.1 Strategic Risk
 - 4.2 Demand led Risk
 - 4.2.1 The Review of Emergency Cover in the North
 - 4.2.2 Lutterworth
5. Strategies for dealing with risk
 - 5.1 Prevention strategies
 - 5.2 Protection strategies
 - 5.3 Response strategies
6. Delivery Mechanisms and Response standards
 - 6.1 Speed and weight of attack
 - 6.2 Answering calls for assistance
 - 6.2.1 Future developments: East Midlands Regional Control Centre.
 - 6.3 Incidents to which we will travel at normal road speeds
 - 6.4 Qualitative Standards of Service – The Service Charter
7. Monitoring and Review

A summary of performance information
8. IRMP specific recommendations

1. Preamble

The production of an IRMP is evidence of the major changes to the fire and rescue service operating environment and of the expectations Central Government places on the service in the national, regional and, particularly, local context. It demonstrates that we understand the risks faced by our communities and are taking action to reduce and to deal with those risks. It is a strategic document setting out a joined up approach to risk management through our prevention, protection and response arrangements; balancing the necessary strategic emergency cover with targeting those most vulnerable to risk. Equally important, because of the nature of our work, the safety of our own people is critical and our IRMP needs to ensure that we preserve this.

It is therefore about the deployment of our resources; which for any essential public service, has a political dimension - calling for a balance of what individuals and society wants and needs, the professional judgment of fire officers, evidence based decisions and, of course, what can be achieved with the money allocated to the service. Therefore, the elected members of the Combined Fire Authority play a key role in achieving this balance, assisted by the views of all who have an interest in the fire and rescue service. This document is therefore subject to public consultation.

Running a consultation is not simply about transparency and more open local government, although that too is important, it is about making policies more effective by listening and taking onboard the views of the public and interested groups.

Benefits of consultation

Listening to the public has a number of specific benefits; it:

- allows us to tap the widest source of information possible and thus improves the quality of the decision reached;
- alerts policy makers to any concerns and issues not picked up through existing evidence or research; and
- helps to monitor existing policy and determine whether changes are needed.

Therefore, please take the time to let us have your views on what we are doing.

2. Introduction

This plan fulfils the Combined Fire Authority's statutory requirement to have an integrated risk management plan (IRMP) and annual action plan in place.

Leicestershire Fire and Rescue Service (LFRS) has produced five IRMPs. The first was a stand alone IRMP and covered the period 1st April 2004 to 31st March 2005. Between 2005 and 2009, annual IRMPs have been incorporated into a three year rolling strategic plan accompanied by an annual action plan. This has ensured that we align our service delivery, other business and financial plans. During this period, we have been subject to extensive regulation and inspection, judging (among other things), the efficacy of our IRMP.

In that period, the 2005 Fire and Rescue Service comprehensive performance assessment determined that Leicestershire was a 'Good' Fire and Rescue Service, performing well; subsequent assessments of both operational arrangements and our risk management planning have been equally reassuring:

Extract from CLG operational assessment report November 2006...

Strengths and areas of notable practice

The [Leicestershire] FRA has a good risk management policy with clearly stated aims and objectives in place. The strategic plan and IRMP action plan are merged into a single and concise three year plan called Our Plan 2006/09. This provides details about the Service, their proposals to address current challenges and a comprehensive action plan covering protection, prevention, response, performance and governance. The action plan is at the heart of current and future risk management work and sets out arrangements for assessing risk and the means to determine the resources required to effectively support the arrangements adopted. Good progress has been made in many areas, including the development of community safety education projects, use of data to better inform the risk analysis process and the provision of more effective response options.

Extract from Audit Commission performance assessment 2007...

Leicestershire Fire and Rescue Service is performing well in risk analysis, operational preparedness and prevention and protection. The Service has comprehensive plans in place and clear priorities that focus on protecting, preventing and responding to risk. It has a good risk management policy and has established effective arrangements to use information to assess risk to the community.

This 2009–2012 IRMP builds on progress so far and captures improvements in our understanding of risk and our ability to interpret what it means for our communities. As we move also to a new inspection regime, calling for joined up partnership working, this IRMP supports the shift to district based working arrangements; here, fire and rescue service risk profiles, resource allocation and administrative boundaries sit coterminous with those of our partner agencies.

3. Scope

In deciding what factors have a bearing upon this IRMP, the definition* below captures the scope of IRMP and reflects the balance required between strategic and local risk planning...

“Integrated Risk Management Planning (IRMP) is an holistic, modern and flexible process, supported by legislation and guidance, to identify, measure and mitigate the social and economic impact that fire and other emergencies can be expected to have on individuals, communities, commerce, industry, the environment and heritage. Fire and Rescue Services’ when establishing local options for risk reduction and management within annual Action Plans, must take account of the duties and responsibilities outlined in the National Framework, the Emergency Services Order, the Civil Contingencies Act and the Regulatory Reform (Fire Safety) Order.”

Within this context, our three year strategic plan and IRMP sets out our intentions to:

- Create safer communities.
- Contribute to making LeicesterShire and Rutland a good place to live.
- Deliver improvements to our environment.
- Provide efficiency and value for money (particularly in the face of restricted funds and increased demands).
- Build increased capacity to deliver an effective and efficient service.
- Ensure staff are more reflective of the community we serve.
- Develop staff with the right skills, behaviours and attitude to provide a first class service [we already have a very skilled workforce but we need to further develop the skills of our staff so that they can provide the increased range of services we will deliver and make them more effective and safer in the range of difficult tasks expected of them].

The IRMP sets out the rationale for what we want to achieve and the strategic plan the means for doing so.

*National IRMP Steering Group definition.

4. Risk Analysis

Risk analysis is about 'defining the problem'. What are the existing and potential risks that we, as a fire and rescue service, need to manage? We consider there to be two principal dimensions – strategic and 'needs led'.

4.1 In the strategic context:

It is the capacity, capability and resilience of the sum of our resources that is important. We do not plan the provision of our fire stations and fire engines only to meet forecast demand, but to make sure that we can get to any emergency quickly – whenever and wherever it may occur.

Some, more rural, areas see so few fires that "demand" for a fire station in the area is low; but we believe that people still expect us to be able to respond to one of the rare fires in those areas within a reasonable time. The incidence of Road Traffic Collisions (RTCs) in these areas further supports the need for the strategic disposition of resources.

Even where operational activity levels are low, firefighters undertake many other important activities such as essential training, equipment checks, and community safety work. It is not uncommon for fire crews to respond to and reinforce at incidents right across the combined fire authority area. The developing nature of strategic risk also means that, increasingly, our fire crews will be called upon to operate across the East Midlands region and even nationally.

Current Risk Assessment

Central Government are clear that the fire and rescue service have a key role to play in dealing with a wide range of major emergencies and major disruptive challenges. These range from industrial incidents and natural disasters to the changing nature of the terrorist threat. Increasingly, we work ever closer with partner agencies to plan for and deal with such incidents.

Therefore, and in response to the requirements of the Civil Contingencies Act 2004, the Leicester, Leicestershire and Rutland Local Resilience Forum (LRF) was formed. The LRF produces a Community Risk Register (CRR) which is an assessment of the risks and a basis for supporting the preparation of emergency plans. The CRR can be viewed at <http://www.localresilienceforum.org.uk/risks.php>.

Current Effectiveness

We play an integral role within the LRF and have dedicated staff specialising in this area of work. All major /significant risks within the fire authority area have a site specific operational plan. In addition to our mainstream firefighting and rescue assets, our urban search and rescue capability operates at the national standard and provides a first class technical rescue capability. We maintain a portfolio of national new dimensions assets that provide a local, regional and national capability for major disruptive challenges such as for mass decontamination of the public. All operational officers receive command training; senior operational managers train and exercise with LRF partners and the most senior operational officers are trained at national 'gold' level to manage large, complex and protracted incidents.

Improvement Opportunities

Larger incidents require improved collaboration between fire and rescue services and other agencies, often beyond the capacity of a single organisation. The National Framework and revisions to the Civil Contingencies Bill, highlight opportunities for fire and rescue services to work more effectively together within regions to improve their collective capacity to deal with major incidents.

Planned improvements

Our plans to move to the new regional control centre in 2010 are well developed and detailed in the single appendix to our 2008 audit commission inspection self assessment and can be found at www.leicestershire-fire.gov.uk.

4.2 In the 'demand led' context:

We plan locally to prevent incidents happening, provide protection against consequences and respond when necessary. Here, factors such as community education, premises inspection and legislative enforcement, local knowledge and planning by crews and the speed and weight of operational response are what are important.

Current Risk Assessment, Effectiveness and Improvement Opportunities

In order to fully explore and refine our approach to IRMP, a project was undertaken to review emergency cover in the northern portion of the fire authority area. The decision to review only the northern portion was borne out of the need to develop our methodology on a manageable sized project and because we had recognised the need to examine the interrelationships between a number of stations in the northern area.

4.2.1 The outcome of the Northern Review project is available on our website.

4.2.2 Lutterworth

Whilst the risk analysis focused primarily on the Northern area, the tools and data generated identified a high incidence of road traffic collisions relative to background levels.

5. Strategies for dealing with risk

Prevention, Protection and Response – covers the core business of fire and rescue authorities in analysing risks and taking action to meet and mitigate the effect of those risks. The relationship between prevention, protection and response is fundamental to the effective and efficient delivery of functions by fire and rescue authorities and how resources are used. The appropriate balance between these three approaches within IRMPs relies on robust and up to date risk data.

5.1 Prevention strategies

“Engaging with our communities to inform and educate people in how to reduce the risk of fires and other emergencies”.

Making people safer is not something that we can achieve by ourselves. We know that there are particular people who are more at risk from fire and its effects. People who are poorer, who are older or have mobility problems, those that use drink or drugs, or who smoke are at particular risk. Many of these people come into contact with a number of other organisations. We already work with many of these organisations, through partnerships.

Our community safety and road safety strategy can be viewed on our website. A detailed explanation of our approach to home fire risk assessments, arson reduction, schools program, Princes Trust Volunteers, Firecare, etc. are set out within pages 3-8 of our 2008 audit commission inspection self assessment which can be found at www.leicestershire-fire.gov.uk.

5.2 Protection strategies

“Influencing and regulating the built environment to protect people, property and the environment from harm”.

We know that some premises, or types of premises, present more significant risks to public safety than others. We have developed sophisticated systems to identify and map these places across Leicestershire and we use that knowledge to target our protection work where it is likely to be most effective. This is not easy to achieve, as often those people and places more at risk from fire and other emergencies are also those which are harder to reach and more difficult to influence.

We welcome the new Regulatory Reform Order which has shaken up the approach to fire safety enforcement by putting the onus on those responsible for public buildings and workplaces to assess the risks from fire, the action they should take to prevent fires breaking out and to enable people to leave their building safely in the event that a fire does happen. Explaining people’s responsibilities (particularly employers’) to them and making sure that they meet them is a major challenge. Though the vast majority of people will act responsibly, we will use our enforcement powers for those that do not.

We have a risk based inspection program which seeks to reduce life risk associated with sleeping and therefore focuses on hotels, hospitals, residential care premises, boarding houses etc. The system identifies trends from national incidents and enforcement actions, post fire inspections and referrals from the public and other agencies. It is therefore capable of responding flexibly to changing patterns of risk in non domestic premises.

5.3 Response strategies

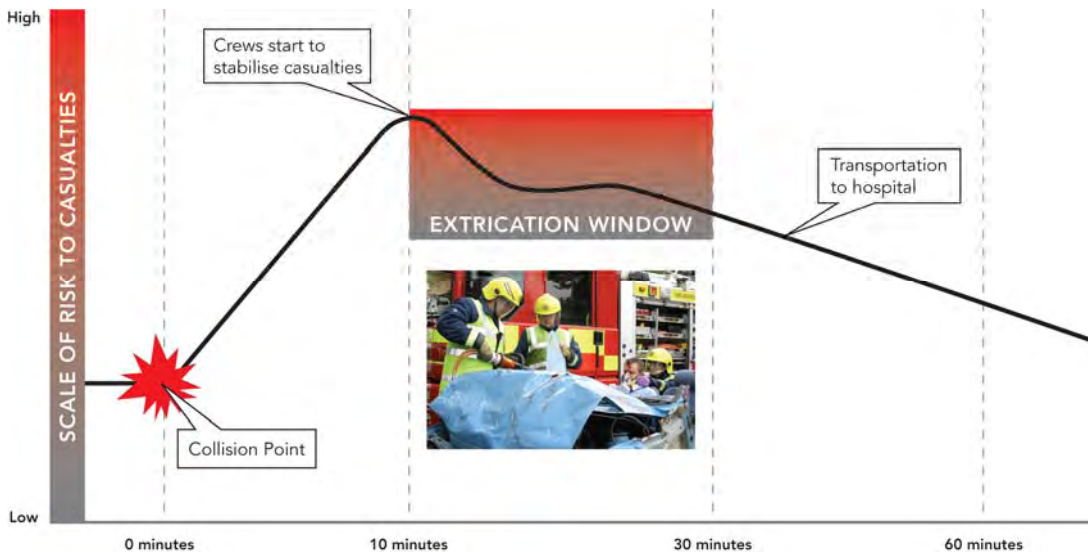
“Planning and preparing for emergencies that may happen, and making a high quality, effective and resilient response to them”.

Providing a fast and reliable response to incidents remains vital. Fire can grow frighteningly quickly and early intervention is important. Our aim is not just to get a first fire engine to incidents quickly, but to get enough fire engines and firefighters there to deal safely with whatever the situation is.

LFRS recognises that having an effective intervention system at the scene of road traffic collisions is essential to saving lives and reducing the severity of injury. Rapid notification of incidents, the provision of the right equipment and trained personnel will continue to ensure a professional and timely response. The importance of this approach was also recognised by the World Health Organisation which stated: 'Early intervention by firefighters is critical where people are trapped in a vehicle, particularly if it is on fire, or submerged in water'.

In dealing with incidents and providing trauma care in road traffic collisions, the 'Golden Hour' philosophy is a useful benchmark against which performance can be measured and to this end LFRS would seek to ensure that appropriate response standards are adopted. This philosophy was developed by Dr R Adams Cowley who found that if a seriously injured person was in a specialist operating theatre within an hour of the time of injury, the highest survival rate is obtained (85%). With this in mind a 10 minute time period between the collision and FRS attendance and a further 20 minutes allocated to extricate the casualties, is contained within the Golden Hour (see illustration in figure 1 below).

Figure 1 - Illustration of the concept of the 'Golden Hour'.



6. Delivery mechanisms and response standards

6.1 Speed and Weight of attack

The speed of attack relates to the time taken for an emergency response fire engine to arrive at an incident. The weight of attack relates to the number and type of appliances sent to a specific category of emergency or to a specific location.

We consider that the weight of attack is not a matter for public consultation as it is derived from sector specific professional judgement, scenario planning, operational debriefs and preplanning activities. The speed of attack is however a matter for public consultation as it is probably the single most direct measure of the level of service delivery that the public can influence.

From our knowledge of fire development and risks to casualties at RTCs, it is clear that the speed of response to life threatening incidents is vital. Additionally, the weight of attack ensures that the initial response can be effective, sustained and that our firefighters operate within safe systems of work. In respect of data to support perceptions of safe systems of work for firefighters, we know that injury rates for LFRS firefighters are very low comparative to other fire and rescue services'.

Our standard for the time taken for the first fire engine to arrive at the scene of an incident was set in our first IRMP at a time of 10 minutes for all calls to fire and road traffic collisions. Given the geography of the fire authority area, this was an aspirational target which is easily achieved in urban areas but less easily achieved in rural locations. Despite this, we believe that there should be a single standard for attendance times. This is because:

- a) Dwelling fires and road traffic collisions require essentially the same interventions whatever the location; and
- b) In the emergency context, very few people can be regarded as 'regular customers'.

Our current performance in relation to the attendance of the first appliance, measured over a five year period is set out in figure 2 below:

Figure 2 – Average 'first' attendance times by appliance.

Sign	Station	2003	2004	2005	2006	2007	Ave.
N20 1	Loughborough	07:04	07:44	08:42	08:29	07:33	07:54
N20 2	Loughborough	07:00	07:19	06:54	07:28	07:46	07:17
N20 3	Loughborough	09:46	07:48	08:53	09:14	08:43	08:52
N21 1	Melton	08:55	08:35	13:03	11:31	10:01	10:25
N21 2	Melton	08:25	07:26	08:21	07:27	08:23	08:00
N22 1	Syston	09:00	08:54	09:03	09:40	09:01	09:07
N23 1	Eastern	05:07	05:09	05:28	05:32	05:33	05:21
N23 2	Eastern	05:33	06:09	05:23	05:50	05:47	05:44
N24 1	Western	05:24	05:34	06:16	06:03	06:32	05:57
N24 2	Western	05:22	05:43	05:59	06:12	06:25	05:56
N25 1	Coalville	07:25	07:41	08:03	08:11	07:54	07:50

N25 2	Coalville	09:25	13:26	09:41	10:23	12:27	11:04
N26 1	Ashby	08:32	08:14	08:09	09:33	10:14	08:56
N27 1	Moira	10:07	10:36	10:06	10:20	09:56	10:13
N28 1	Shepshed	06:56	07:10	07:19	07:51	07:59	07:27
S301	Central	04:12	04:27	04:44	05:28	05:15	04:49
S302	Central	04:50	05:09	04:58	05:08	05:25	05:06
S311	Wigston	05:55	06:28	06:47	07:20	06:53	06:40
S312	Wigston	09:37	08:38	13:28	09:32	08:52	10:01
S321	Billesdon	10:48	11:27	13:13	12:29	10:54	11:46
S331	Oakham	10:44	08:58	10:14	09:35	08:44	09:39
S332	Oakham	11:06	11:42	12:16	12:12	11:02	11:39
S341	Uppingham	11:21	10:32	11:04	11:05	11:49	11:10
S351	Kibworth	08:58	09:13	10:44	09:15	10:28	09:43
S361	Mkt. Harborough	08:12	08:11	08:55	09:16	08:34	08:37
S362	Mkt. Harborough	09:02	08:56	09:05	09:14	09:10	09:05
S371	Lutterworth	10:09	10:34	10:28	09:54	09:52	10:11
S381	Hinckley	06:24	07:17	07:52	07:20	07:31	07:16
S382	Hinckley	06:59	06:55	10:23	10:10	12:06	09:18
S391	Mkt. Bosworth	09:32	11:38	11:52	12:59	12:37	11:43
S401	Southern	06:40	06:38	07:23	07:39	07:43	07:12

Taking the data in figure 2, it would seem logical to take an average of all of the averages in order to report on the achievement attendance times. This would show an “average” attendance time of about 8 minutes and 15 seconds.

However, this does not reveal the true picture because of the widely varying levels of operational activity of our fire and rescue stations. For example, Western station has a five year average of 2,490 calls per year, whereas the same metric for Billesdon is 60.

More representative reporting of the attendance standard comes from the analysis below:

Incident attendance time by first pump	<5min	5-10min	10-15min	>15min
% of all incidents attended in time frame	37.96%	47.02%	11.36%	3.65%

NB: Attendance time is timed from when the appliance is ordered to when it arrives at the incident, only the first appliance to arrive at the incident time is used.

From this data we can see that we achieve a 10 minute attendance time to 84.9% of all incidents.

6.2 Answering calls for assistance

Answering 999 calls for assistance swiftly is a key priority for the service. We currently set a standard that aspires to answer 999 calls within seven seconds. The percentage of all 999 telephone calls answered within 7 seconds is set out below:

Year	% achieved	Call volume
2005/06	98.2%	20,124 out of 20,488
2006/07	98.5%	21,318 out of 21,644
2007/08	98.5%	20,078 out of 20,385

6.2.1 Future developments – The East Midlands Regional Control Centre.

Plans for the way in which the regional control centre will operate (post January 2010) include the categorisation of incidents into five levels of 'prioritisation'. These are set out in the table below:

LEVEL	DEFINITION
1	Incidents which pose an immediate threat to human life or pose a risk of severe human injury where intervention has the potential to save life and/or reduce the risk. <i>Where the direct involvement of human life is suspected or confirmed.</i>
2	Incidents which pose a serious hazard and high risk threat to life, the environment, society, property or heritage. <i>Where the direct involvement of human life cannot be confirmed.</i>
3	Incidents which pose a potential serious hazard to human life, the environment, society, property or heritage.
4	Incidents which pose a potential hazard to human life, the environment, society, property or heritage.
5	Incidents which pose a confirmed low hazard to human life, the environment, society, property or heritage.

Leicestershire Fire and Rescue Service intends to attach a ten minute attendance standard to levels 1, 2, 3 and 4 and a twenty minute attendance standard for level 5 incidents.

6.3 Incidents to which we will travel at normal road speeds

Some of our calls are to incidents where there is little or no risk of harm to members of the public. We do not believe that it is necessary to respond to all of these calls as if they were emergencies, that is using blue lights and sirens. Reducing our travel speed where it is sensible to do so, reduces the risks to our firefighters and to the public and helps reduce our impact on the environment.

We can determine the urgency of some calls by asking questions when people call us. We can then provide the appropriate response bearing in mind relevant risk

assessments, and travel to those incidents which present little significant risk to the public at normal traffic speeds. Examples include:

- Non emergency assistance to other authorities.
- Automatic fire alarms where there is a confirmed fault by the occupiers.
- Minor chemical spills where there is no life risk present.
- Persons locked out or inside premises.
- Animal entrapments.
- Making safe storm damage.

We propose to exclude from our 10 minute attendance standard those incidents to which we are no longer trying to arrive as quickly as possible. We would however still seek to achieve a 20 minute response times to those incidents.

6.4 Qualitative Standards of Service – Our Service Charter

We set clear expectations in relation to the quality of service you can expect and these are articulated in our service charter which can be found on pages 12-14 of Our Plan 2008-11 – available on our website at www.leicestershire-fire.gov.uk.

7. Monitoring and review

Below is a summary of relevant performance information. Complete reporting on all performance information is within our best value performance plan which can be found at www.leicestershire-fire.gov.uk.

Summary:

Between 2006/07 and 2007/08, 55% of Best Value Performance Indicators (BVPIs) improved, 19% remained static and 26% deteriorated. Highlights include:

- *Primary fires*: 6% reduction 06/07 – 07/08; ranked 2nd regionally for improvement 06/07-07/08; ranked 5th out of 15 in family group; and better than family group average 07/08.
- *Deliberate primary non-vehicle fires*: 14% reduction 06/07 – 07/08; ranked 2nd regionally for improvement; and significantly better than family group average 07/08.
- *Non-domestic fires*: 8% improvement 06/07 – 07/08; ranked 1st regionally for improvement; and significantly better than family group average 07/08.

In addition, the number of accidental dwelling fire deaths was down by 26%, all arson BVPIs showed ongoing decreases in numbers, and there was a 12% decrease in the number of fires in homes where no smoke alarm was fitted: all priority areas.

In terms of family group performance, in 2007/08 when compared to 2006/07, we improved our ranking against 8 BVPIs, and stayed the same in 4. In 2007/08 we performed better than the family group average for 12 BVPIs.

A priority area for community outcomes is our Service Charter. In the indicators for this area, we saw an improvement in 43% of indicators, a static trend in 43% and a deterioration in 14%. In our Strategic Performance Indicators (SPIs) we have

improved the percentage of building fires with life risk we arrive at in less than 10 minutes and all other incidents we arrive at in less than 20 minutes.

In 2007/08, there were however, a number of areas of poorer performance that we need to improve. These include the number of injuries in accidental home fires (over 5 years these have increased by 27%) and accidental fires in the home (although over 6 years these have decreased by 15%).

8. IRMP Specific recommendations

As stated in section 3, the IRMP sets out the rationale for what we want to achieve and the strategic plan the means for doing so.

Therefore, the actions that support our prevention, protection and response strategies have been set out in 'Our Plan'. The issues that are IRMP specific, i.e. those arising from our risk analysis are contained within the following recommendations:

- 1 LFRS set a 10 minute attendance standard to all emergency calls for assistance.
 - 1(a) LFRS set a target for 2009 – 2012 to meet this standard on 90% of occasions.
- 2 LFRS set a 20 minute attendance standard for the incidents we travel to at normal road speed (see section 6.3).
 - 2(b) LFRS set a target for 2009 – 2012 to meet this standard on 100% of occasions.
- 3 LFRS set a standard for answering 999 calls within 7 seconds.
 - 3(b) LFRS set a target for 2009 to meet this standard on 99% of occasions.
- 4 LFRS maintain our current approach to our prevention and protection strategies; and explore the revised approach to our intervention strategy, as set out in the Northern Review.
- 5 LFRS consider the high incidence of RTCs in the Lutterworth area with a view to improving the capacity to respond to this particular risk.